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NAVAL FACILITIES ENGINEERING COMMAND  
GUIDE PERFORMANCE WORK STATEMENT (GPWS)  
FOR  
OPERATION OF TELEPHONE/COMMUNICATIONS SYSTEMS

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USER'S GUIDE  
FOR  
OPERATION AND TELEPHONE/COMMUNICATIONS SYSTEMS

USER'S GUIDE  
GUIDE PERFORMANCE WORK STATEMENT FOR  
OPERATION AND TELEPHONE/COMMUNICATIONS SYSTEMS

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USER'S GUIDE  
GUIDE PERFORMANCE WORK STATEMENT FOR  
OPERATION OF TELEPHONE/COMMUNICATIONS SYSTEMS

I. INTRODUCTION

A. Purpose. This NAVFAC Guide Performance Work Statement (GPWS) has been written to provide assistance in preparing facilities support contracts to procure Operation of Telephone/Communications Systems services. Contracts for such services may be a continuing contracting effort or conversion of services from in-house to contract performance under the Commercial Activities (CA) program. This NAVFAC GPWS may be used in either application. This GPWS Package consists of a User's Guide, guide contract sections B, C, and J in the Uniform Contract Format, and a Quality Assurance (QA) Guide.

1. NAVFAC manual MO-327, *Facility Support Contract Quality Management Manual*, provides extensive information on the preparation of NAVFAC facilities support contracts, from guidance on making the initial decision to contract a given function through the entire PWS and surveillance program development process. This User's Guide is designed to supplement and to be used in conjunction with the MO-327 in developing a PWS for operation of Telephone/Communications Systems services. It provides specific guidance on developing and tailoring the GPWS, special items which must be considered if the specification is being written in conjunction with a CA program study, and general guidance on required pre-award actions. Additional guidance on implementing CA program requirements can be found in the Supplement to OMB Circular A-76 and in OPNAVINST 4860.7.

2. Sections B, C, and J provide suggested formats for displaying contract line (bid) items, technical specifications which the user may tailor to site-specific needs, and attachments which provide supplemental information, historical data, etc.

3. The QA guide is designed to provide the framework for development of a comprehensive contract surveillance program. The user should modify and expand upon the sample QA plans provided as the GPWS is tailored.

B. Function Definition. For purposes of this GPWS, the Operation of Telephone/Communications Systems function is defined to include all labor, transportation, equipment, materials, supplies, management, coordination, and supervision required to operate specified telephone/communications systems and provide supporting administrative services. Such services under the CA program are defined to include all activities that operate common-user administrative telephone systems at installations and activities. Included are telephone operator services and administrative services that require use of the telephone system outside plant. Maintenance and repair of telephone/communications systems is generally provided under separate contract and is therefore **not included** in this GPWS.

C. Responsibilities

1. Experience has shown that the best method of developing a facilities support contract specification is to involve a number of activity personnel, each having a portion of the knowledge and experience required to put the entire package together. A team of experienced activity personnel should be formed and

a team leader appointed. At least one member of the team must be intimately familiar with each of the following areas:

- a. Must be familiar with and understand the applicable GPWS and QA Guide.
- b. Must have working knowledge of basic contracting procedures.
- c. Must have first hand knowledge of the services to be provided by contract.
- d. Must be able to identify local needs/requirements that are different from the GPWS and apply specifically to the activity.

2. The following activity personnel are suggested as members of the specification development team.

a. Specification Writer. The Operation of Telephone/Communications Systems specification is most properly prepared by an engineer or engineering technician at the activity who has had some experience in writing facilities support contracts. The use of a planner and estimator (P&E) is also appropriate if one is experienced with writing contract specifications. The writer, regardless of who he/she is, should have attended the Civil Engineer Corps Officers School (CECOS) course on Facilities Support Contracts. Assistance and guidance may be requested from the geographical NAVFACENGCOM Engineering Field Division (EFD), Code 10.

b. Functional Manager/Customer. The functional manager is the technical representative of the team who is most familiar with the function to be contracted. Early in the tailoring process the Administrative Telephone System (ATS) functional expert must determine the total scope of the services required, and the specific needs of the activity which may differ from this GPWS.

c. Contract Specialist. The Contract Specialist provides overall contractual guidance in the preparation of the specification. This person will work with the writer in the preparation of sections B, C, and J, and will prepare the majority of the clauses in sections E, F, G, H, I, K, L, and M. Additionally, there are many pre-award and post-award contract actions to be initiated by the Contract Specialist.

d. CA Program Manager. If the specification is being prepared under the CA program, the CA Program Manager provides overall guidance on the CA program, and will ensure that the specification is developed in conjunction with required most efficient organization and management studies.

3. The tailored specification should be reviewed by customer and functional manager representatives, the activity's Facilities Support Contract Manager (FSCM) and Quality Assurance Evaluators (QAEs), and the Engineering Division Director and Facilities Management Engineering Director. Consult appropriate EFD instructions to determine if EFD review/approval is required prior to solicitation.

II. GPWS DEVELOPMENT AND USER CONSIDERATIONS. This section of the User's Guide discusses certain assumptions which were made and special items that were considered during the development of the Operation of Telephone/Communications

Systems GPWS, and provides general information and considerations that the user should be aware of during the tailoring process.

A. Development of the GPWS. In developing this GPWS, a functional analysis, as described in NAVFAC MO-327, was used to identify each of the major subfunctions for the operation of telephone/communications systems. The subfunctions identified were further subdivided to develop basic work requirements and attributes for each subfunction. Once all of the basic work requirements were identified for each subfunction, a functional analysis chart was developed and the requirements were put in narrative form. The following functional analysis chart, Table 1, illustrates the telephone/communications systems subfunctions and work items addressed in the GPWS.

TABLE 1  
TELEPHONE/COMMUNICATIONS SYSTEMS SUBFUNCTIONS

I. SWITCHBOARD OPERATIONS

- A. Commercial lines
- B. AUTOVON lines
- C. Special circuits

II. ADMINISTRATIVE

- A. Telephone directory
- B. Billing
- C. Report requirements
- D. Records

III. OPERATOR WORKLOAD STUDY

B. GPWS User Considerations. The clauses and provisions of this GPWS are arranged in the uniform contract format as required by the Federal Acquisition Regulation (FAR). The sections to which they are assigned shall not be changed.

1. This GPWS contains sections B, C, and J only. These sections contain information and clauses peculiar to the technical services required, while Sections D, E, F, G, H, I, K, L, and M contain contract clauses and provisions more closely related to administrative and contractual requirements. Since the latter group will generally be the same in the majority of NAVFAC contracts, their inclusion in each GPWS would be unnecessary duplication. Therefore, this group, to be referred to as the standard facilities support contract clauses, shall be packaged at each geographical EFD and contracting office, and made available to specification writers as required.

2. FAR clauses and provisions may be added or deleted as required by the FAR for specific functions, dollar limitations, bonding, small businesses, etc. They may not be altered unless specifically authorized by the FAR. The clauses in sections I and L, other than those requiring tailoring (i.e. blanks to be completed), may be included by reference. All other FAR clauses and provisions shall be included in full text. Procurement offices shall make available to bidders the full text of all clauses incorporated by reference upon request.

3. The "SCHEDULE OF DEDUCTIONS" and "CONSEQUENCES OF CONTRACTOR'S FAILURE TO PERFORM REQUIRED SERVICES" clauses are NAVFAC, not FAR clauses, and shall not be altered without NAVFAC approval. All other non-FAR clauses and provisions in



the standard facilities support contract clauses should be used substantially as shown or deleted if not applicable to the solicitation. Extensive deliverable performance requirements should not be added to these clauses, but should be included in Section C.

#### 4. Technical Specification

a. Section C, which describes the services to be provided, should be a performance specification. That is, over defining the Contractor's responsibilities in terms of methods or procedures should be avoided in writing the technical specifications since we hope to purchase not only the Contractor's labor, but also his/her expertise in the services to be provided and management of those services. A performance oriented specification should minimize the use of words describing "how to" and emphasize the performance standards to which the Contractor must operate the telephone/communications systems and provide administrative services. Outputs must be described specifically and as explicitly as possible while leaving the Contractor latitude to manage his/her own work force and choose his/her own methods for accomplishing the work.

b. On the other hand, the specification must provide enough information to clearly and precisely define the magnitude (number of services we want to buy) and quality of each of the services to be provided, as well as the scope or limit of each. This is accomplished in the GPWS by specifying, in addition to the desired outputs, schedules of accomplishment and/or specific time limitations in which all services must be completed; listing mandatory operating procedures or steps that the Contractor must follow for some services; and providing historical data on the magnitude of services provided under previous contracts or by in-house forces. Such information will only slightly restrict the Contractor's latitude in managing his/her workforce, but will help ensure all bidders clearly visualize the magnitude of effort which will be required to provide the clearly defined scope of work. Typically this will result in more accurate/realistic Contractor bids, make payment deductions for unsatisfactorily performed or non-performed work easier to calculate, and reduce the number of contract administration problems.

5. As you use this GPWS, you will find that anytime a choice of options is available, there is a "NOTE TO THE SPECIFICATION WRITER". The note informs the user to select the appropriate clause, provide additional information, or delete the clause in its entirety. There are many areas in the GPWS where space has been left to fill in a blank; i.e., start times, dates, quantities, etc. All that is required is to complete the blanks and then delete the adjoining notes. If the final document is to be printed from the DISKETTE, it is not necessary to delete the notes as the equipment will print a justified copy without the notes.

6. Maximum Allowable Defect Rates (MADRs) (formerly Acceptable Quality Levels (AQLs)) provided in the Performance Requirements Summary Table are sample rates only. Refer to NAVFAC MO-327 and select rates that are appropriate to your activity.

III. TAILORING THE GPWS. The NAVFAC GPWS for Operation of Telephone/Communications Systems is not intended to fit the requirements of a specific activity, but rather, is to serve as a model to be tailored by activities in preparing their specific PWS. The first step in tailoring a GPWS to a specific case is for the user to become intimately familiar with the GPWS and its User's Guide. The user must know what is, and is not, included in the

GPWS and what was intended before he/she can assess modifications required. The PWS is the instrument that lays out the functional and technical requirements and ultimately becomes part of a contract. The User's Guide provides the user with information concerning the GPWS and provides instructions on tailoring it to his/her use. Users should not assume that the GPWS can be "plugged" into their application with little or no effort. A detailed analysis of the activity's requirements will be required.

#### A. Getting Started

1. The first step in tailoring this GPWS to a specific user activity must be to determine one of the following:

a. Requirements are currently contracted and this will be a continuation of the contracted services or the consolidation of several contracts. If this is the case, the GPWS may be tailored to accomplish any desired scope of work and level of performance.

b. Requirements to be included are subject to a CA cost comparison study under OMB Circular A-76. If this is the case, it is mandatory that the scope of work and level of performance specified be equivalent to the current in-house effort **or** to the level of effort that can be achieved by the Most Efficient Organization (MEO) if the function is retained in-house. Additional information on tailoring of the GPWS for a CA program study is included in paragraph IV of this User's Guide.

2. The next step should be a thorough review of Chapters 3 and 4 of NAVFAC MO-327. These two chapters outline in detail how to perform a functional analysis to determine just how the specification should be written and how Contractor performance is to be monitored. As the functional analysis is being performed, the user should compare his/her unique activity requirements with GPWS requirements to determine if any major changes are required, or if some of the questions being identified in the functional analysis have already been answered in the GPWS. If major changes are required, the user will need to re-write the affected GPWS section. A thorough functional analysis will make the actual tailoring of the GPWS and re-writing of paragraphs relatively easy since all required data will be readily available and the functions to be contracted will be well defined.

#### B. Contract Line Item (Section B) Requirements

1. A fixed-price contract is used in this GPWS, and the contract line items shown in Section B are intended to encompass all of the services to be provided in the technical specifications. Fixed-price items are bid and payment is made for the total performance of a given work item over a given period of time (usually one month). These work items are either fixed in scope (time, location, frequency, quantity, etc. are known) or adequate historical data is available to make a biddable estimate. Because the scope of work is known, the Contractor agrees to perform a given function for a total price, and in essence there is one work order. The Contractor performs the work as scheduled and invoices are submitted for the services provided. Examples of fixed-price items in this GPWS are day-to-day switchboard operation and phone book preparation.

#### 2. Partial First Year of Performance

a. Because of funding restrictions, only four types of maintenance service contracts may be awarded for a 12-month period to begin at any time during the fiscal year. All other contracts, including those for Operation of Telephone/Communications Systems services must be funded using funds from the fiscal year in which the work will be performed. This means that only contracts with terms beginning on 1 October may be awarded for a full 12-month period. Contract terms beginning on any other date must be awarded for something less than 12 months and must end on or before 30 September. Normally such contracts will not be awarded for less than three months. For example, a contract which begins on 1 April would have a six month initial term, and then options to extend for up to 54 additional months. However, no single option period could be more than 12 months long, and the total term of contract could not exceed 60 months.

b. Section B of this GPWS assumes that the initial contract period will be less than 12 months. The user must also consider each of the following items in this situation.

(1) As illustrated in this GPWS, at least two sets of contract line items will be required in Section B. One set for the initial (base) period for performance of work from the specified contract start date through 30 September. The other set will be for performance during the first 12-month option period, if the Government exercises its option to extend the contract. In most cases, only the initial performance period and first option period may be pre-priced unless the specification is being written for a CA program study. See paragraph IV.B. of this User's Guide.

(2) Section C, the technical specifications, must clearly outline the scope of work for both the initial and first 12-month option periods since the work load can vary significantly from month to month. For example, the specification must state whether or not the annual operator workload study will be performed during the initial period.

(3) Two Schedules of Deductions, one for the initial period and one for the first option period, must be included. Of course the items of work and number of units in the Schedules of Deductions must agree with the fixed-price contract line items in Section B and the scopes of work defined in Section C. Paragraph III.D of this User's Guide provides more in depth information on the development of Schedules of Deductions.

(4) The "TERM OF THE CONTRACT" clause in Section F should read as follows:

"TERM OF CONTRACT. The initial contract term shall be for a !INSERT NUMBER! month period commencing on !INSERT DATE! and ending on !INSERT DATE!. The Government has the option to extend the term of the contract in accordance with the "OPTION TO EXTEND THE TERM OF THE CONTRACT-SERVICES" clause in Section I. In the option periods the Government will adjust the prices, as required, based on new Department of Labor Wage Rate Determinations."

(5) The "BASIS FOR AWARD" clause should read as follows:

"BASIS FOR AWARD. The low bidder for purposes of award shall be the conforming, responsive, responsible bidder offering the lowest total price for Contract Line Items 0001 and 0002. However, the initial award will include only contract line item 0001. Bids are solicited on an "all or none" basis and provision

52.214-10, "CONTRACT AWARD - SEALED BIDDING (APR 1985)" in Section L is hereby modified. **FAILURE TO SUBMIT BIDS FOR ALL ITEMS AND QUANTITIES LISTED SHALL BE CAUSE FOR REJECTION OF THE BID.**

c. If the initial contract term will be projected to begin on 1 October, make the following changes to the GPWS contract line items, Section B:

(1) The dates shown in contract line item 0001 should read "(1 October !INSERT YEAR! through 30 September !INSERT YEAR!)".

(2) Delete contract line item 0002 in its entirety, **unless** the PWS is being written under the CA program (see paragraph IV.B of this User's Guide).

C. Technical Specifications (Section C). There are several potential problem areas that the user should be aware of in tailoring Section C. The geographic EFD (Code 10) should be consulted if one or more of the following questions becomes an issue.

1. Delinquent Accounts. If the Contractor is responsible for billing customers and collecting receipts, who is responsible for taking action on delinquent accounts? Will the Government help the Contractor collect delinquent accounts? Does the Contractor have the authority to terminate customer service? In the case of disputes with the Contractor over charges for toll calls, the customer should try to work the disagreement out with the Contractor first. The customer should pay the bill first, and notify the Contractor of the disagreement with the bill. The Contractor will then verify the toll call with the telephone company. If the bill was in error, the Contractor will credit the customer with the toll call overcharge on the next bill. In the case of delinquent bills, the ACO shall utilize normal military channels to collect on delinquent bills to the Contractor. Continued disputes of the above nature should be closely monitored by the ACO. It is the customer's responsibility to protect his/her telephone from unauthorized toll calls from other persons. The customer is responsible for paying for his/her telephone bill, including unauthorized toll calls, providing that the toll call was made from his/her telephone instrument. Continued disputes may result in the ACO ordering the permanent removal of the telephone from the customer.

2. Privacy Act. In the normal course of business, Privacy Act considerations should present no problems to the Contractor's performance of work. If there is a potential Privacy Act problem, the EFD (Code 10) should be consulted.

D. Schedule of Deductions. The Schedule of Deductions is one of the most important items that the specification writer must consider in tailoring of this GPWS since it directly affects the degree of difficulty required to make payment deductions for unsatisfactory performance or non-performance of work. The schedule, which is used in conjunction with the "CONSEQUENCES OF CONTRACTOR'S FAILURE TO PERFORM REQUIRED SERVICES" clause, Section E, requires the successful bidder to break the fixed-price portion of the bid down for each of the fixed-price work items in the PWS. The completed schedule must be provided by the Contractor within 15 days after award of the contract. The Schedule of Deductions clause and suggested schedule format(s) follow. The user should contact the activity's geographic EFD concerning placement of the Schedule of Deductions in the contract, since requirements vary from EFD to EFD.

"SCHEDULE OF DEDUCTIONS

a. Within 15 days after contract award, the successful Contractor shall provide an acceptable Schedule of Deductions for the base period of the contract. No work may commence until such Schedule of Deductions is approved by the ACO. The total of the Schedule of Deductions must equal the amount entered for Contract Line Item 0001. Schedules of Deductions for the option years which include any labor adjustment granted shall be revised within 15 days of notice to extend the contract. If this contract is modified, the Contractor shall revise the Schedule of Deductions within 15 days of the agreement to modify the contract. Prices shown in the Schedule of Deductions will be utilized in conjunction with the "CONSEQUENCES OF CONTRACTOR'S FAILURE TO PERFORM REQUIRED SERVICES" clause, Section E, in making payment deductions for non-performance or unsatisfactory performance. Unbalancing in the Schedule of Deductions submitted shall be cause for withholding approval and requiring resubmittal of a balanced schedule, and may be grounds for **TERMINATION FOR DEFAULT**. The Government reserves the right to unilaterally establish a Schedule of Deductions in the event the successful Contractor presents a Schedule of Deductions which is unbalanced or materially deficient. The approved Schedule of Deductions shall be a part of the contract. **DO NOT SUBMIT THE SCHEDULE OF DEDUCTIONS WITH BID.**"

b. The Government's estimate of the value of work will be based on the Schedule of Deductions for the fixed-price portion of the contract in all instances except the following: for partially performed fixed-price work items, the Engineered Performance Standards (EPS) manuals or, if not applicable, other estimating sources will be utilized to estimate the workhour value of the unperformed portion of the work. For deductions of partially performed work, the Government may estimate the Contractor's cost based on wage rates extracted from attached wage determination, locally determined rate for Contractor's overhead and profit, and employees fringe benefits times the estimated manhours, plus material costs if applicable."

#### SCHEDULE OF DEDUCTIONS FOR BASE PERIOD

<u>ITEM OF WORK</u>	<u>UNITS</u>	<u>NUMBER OF UNITS</u>	<u>UNIT PRICE</u>	<u>TOTAL PRICE</u>
1. Switchboard Operator				
a. AUTOVON Calls	MONTHS	!INSERT!	\$_____	\$_____
b. Inter Office Trunk Lines	MONTHS	!INSERT!	\$_____	\$_____
c. In/Outgoing Trunk Lines	MONTHS	!INSERT!	\$_____	\$_____
d. Intercepting Calls	MONTHS	!INSERT!	\$_____	\$_____
2. Administration				
a. Telephone Directory	EACH	!INSERT!	\$_____	\$_____
b. Billing	EACH	!INSERT!	\$_____	\$_____
c. Monthly Personnel Schedule Report	EACH	!INSERT!	\$_____	\$_____
d. Record Keeping	MONTHS	!INSERT!	\$_____	\$_____
3. Operator Workload Study	MONTHS	INSERT	\$_____	\$_____
TOTAL =				\$_____
(Must equal amount bid for contract line item 0001)				

### SCHEDULE OF DEDUCTIONS FOR FIRST OPTION PERIOD

<u>ITEM OF WORK</u>	<u>UNITS</u>	<u>NUMBER OF UNITS</u>	<u>UNIT PRICE</u>	<u>TOTAL PRICE</u>
1. Switchboard Operator				
a. AUTOVON Calls	MONTHS	12	\$_____	\$_____
b. Inter Office Trunk Lines	MONTHS	12	\$_____	\$_____
c. In/Outgoing Trunk Lines	MONTHS	12	\$_____	\$_____
d. Intercepting Calls	MONTHS	12	\$_____	\$_____
2. Administration				
a. Telephone Directory	EACH	1	\$_____	\$_____
b. Billing	EACH	12	\$_____	\$_____
c. Monthly Personnel Schedule Report	EACH	12	\$_____	\$_____
d. Record Keeping	MONTHS	12	\$_____	\$_____
3. Operator Workload Study	MONTHS	12	\$_____	\$_____
TOTAL =				\$_____
(Must equal amount bid for contract line item 0002)				

E. Performance Requirements Summary. As the GPWS is being tailored, a Performance Requirements Summary (PRS) Table should be prepared. This table will be used primarily in the preparation of QA plans (as discussed in the QA Guide to this GPWS), but it will also be of use to the ACO, FSCM, and customers to provide a convenient overview of services to be provided, standards of performance for those services, intended methods of evaluation, and MADRs. A sample PRS Table, which reflects the work requirements of this GPWS, is provided below. The user should modify this table to reflect the tailored PWS's requirements. NAVFAC MO-327 provides guidance on the development of PRS tables.

### PERFORMANCE REQUIREMENTS SUMMARY TABLE

<u>CONTRACT REQUIREMENTS</u>	<u>STANDARD OF PERFORMANCE</u>	<u>METHOD OF SURVEILLANCE</u>	<u>MADR</u>
1. Switchboard Operations	Compliance with work items listed in clause C.5	Random Sampling supported by Customer Complaints	10%
2. Telephone Directory	Compliance with work items listed in paragraph C.6.a		
a. Publication		100% Inspection	5%
b. Distribution		Customer Complaints	25
3. Billing	Compliance with work item listed in paragraph C.6.b	Random Sampling	5%

<u>CONTRACT REQUIREMENTS</u>	<u>STANDARD OF PERFORMANCE</u>	<u>METHOD OF SURVEILLANCE</u>	<u>MADR</u>
4. Personnel Schedule Report	Compliance with work items listed in paragraph C.6.c	Planned Sampling	5 defects per month
5. Records	Compliance with work items listed in paragraph C.6.d	Planned Sampling	5 defects per month
6. Operator Workload Study	Compliance with work items listed in Clause C.7	100% Inspection	0 defects

IV. COMMERCIAL ACTIVITIES (CA) PROGRAM CONSIDERATIONS. This section of the User's Guide discusses some of the special items which must be considered when using this GPWS to prepare a PWS as part of a CA program study.

A. Scope of Work. The user must remember that the scope of work and standards of performance specified in the PWS must be equivalent to the projected capabilities of the MEO.

B. Pre-priced Options to Extend. OMB Circular A-76 requires in-house and Contractor bids to be evaluated on at least a three year basis unless contract funding limitations prevent the initial contract term from being a full 12 months in length. In this situation, pre-priced options must be included to cover at least two full fiscal years after the initial term. This means that Section B must contain contract line items for a base period and at least two, one year, pre-priced option periods. For example:

1. If the contract term is projected to begin on 1 October, Section B would include a contract line item for the base year (12 months) of performance (item 0001) and at least two, one-year, pre-priced option periods (items 0002 and 0003).

2. If the contract term is projected to begin on 1 April, Section B would include a contract line item for the initial six-month base period of performance through 30 September (item 0001), and at least two, one-year pre-priced option periods (items 0002 and 0003).

3. In no case may the total contract term exceed 60 months.

C. Continuity of Services. The PWS should address certain issues and requirements relative to the change-over from in-house to contracted performance of services. Therefore, add the following "CONTINUITY OF SERVICES" clause to Section C:

"CONTINUITY OF SERVICES. To insure continuity of essential services, the successful bidder shall be prepared to fully commence work on the start date of this contract. The phase-in of Contractor forces will occur in conjunction with a major reduction-in-force of in-house Government employees. The Contractor should not assume that Government employees will be available to guide, direct, or specifically orient each Contractor employee."

V. PRE-AWARD CONSIDERATIONS. Prior to award it is essential that the activity consider the following aspects of the operation and administration of a telephone/communications systems contract.

A. Quality Assurance Evaluator (QAE) Training. It is vitally important to have an adequate number of qualified QAEs on board prior to the contract start date. In fact, NAVFAC EFD contract offices will not allow contracts to be advertised until the activity provides assurance that such resources will be provided. Ideally, QAE(s) should attend the QAE training course provided by each EFD. If this training has not been received, the activity should take steps to have the QAE(s) attend the next available course and in the meantime should develop a local training program. EFD Code 10s (Facilities Division) should be contacted for QAE training scheduling or assistance. The QAE should have a good working knowledge of telephone/communications systems operation requirements. Prior to bid opening it is essential that the QAE become familiar with the Telephone/Communications Systems specification.

B. Site Visits. The QAE or other Government representative should be prepared to conduct site visits with potential bidders after inviting bids. The purpose of these visits is to familiarize the Contractor with the location of contract requirements, not to provide additional information which should have been included in the PWS. QAE's must be briefed by the ACO or the Contract Specialist as to what can be said to potential bidders during site visits. Customers must be briefed by the ACO, or his/her representative, on precautions to be taken so as not to reveal sensitive information to potential bidders during these visits.

C. Questions to Ask

1. Is Government furnished property, if any, ready for turnover?
2. Have QAE(s) been properly trained? Are they familiar with the specification? Has a method been developed for customers to submit complaints to the QAE, ACO or his/her representative?
3. Are adequate QA Plans prepared and ready for use?
4. Is the specification sufficiently clear to insure that bids will be competitive and developed on the same basis by all competitors?
5. Is the specification over specifying?

D. Additional Items. Additionally, Chapter 7 of NAVFAC MO-327 discusses a number of items which must be considered by the activity prior to the award of a contract including review of Contractors submitted quality control program and pre-award survey of the apparent low, responsive, responsible bidder.

END OF USER'S GUIDE SECTION



GUIDE PERFORMANCE WORK STATEMENT  
FOR  
OPERATION OF TELEPHONE/COMMUNICATIONS SYSTEMS

PART I - THE SCHEDULE

SECTION B: SUPPLIES OR SERVICES AND PRICES/COSTS

!\*\*\*\*\*  
 NOTE TO SPECIFICATION WRITER: Some NAVFAC Engineering Field Divisions (EFDs) require additional clauses to be added to Section B. The user must contact the appropriate geographical EFD to identify any additional clauses which may be required.

The final contract line items shall be typed directly on Form SF-36. The example shown here includes column headings which are duplicated on the form. The numbering system for contract line items and subline items shall follow the method prescribed in Subpart 4.71 of the DOD FAR Supplement.

\*\*\*\*\*!

Item	Supplies/Services	Quantity	Unit	Unit Price	Amount
0001	<b>FIXED PRICE WORK:</b> Price for labor and material for the BASE PERIOD (!INSERT DATE! through !INSERT DATE!) for all work specified in Section C.	!INSERT!	MONTH	\$_____	\$_____
	TOTAL PRICE FOR CONTRACT LINE ITEM 0001				\$_____
0002	<b>FIXED PRICE WORK:</b> Price for labor and material for the FIRST OPTION PERIOD (!INSERT DATE! through !INSERT DATE!) for all work specified in Section C.	12	MONTH	\$_____	\$_____
	TOTAL PRICE FOR CONTRACT LINE ITEM 0002				\$_____

END OF SECTION B

PART I - THE SCHEDULE

SECTION C: DESCRIPTION/SPECIFICATIONS/WORK STATEMENT

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PART I - THE SCHEDULE

SECTION C: DESCRIPTION/SPECIFICATIONS/WORK STATEMENT

C.1 GENERAL INTENTION. It is the intention of this solicitation to obtain operation of administrative telephone systems services at !INSERT NAME OF ACTIVITY! by means of a fixed-price contract.

C.2 GENERAL REQUIREMENTS

a. Operation. The Contractor shall provide labor and material requirements as described in this specification for the operation of the telephone system in such a manner that it is kept functioning properly 24 hours a day, seven days a week, 365 days per year (366 days per leap year) for the period of this contract. Systems and equipment to be operated are described in Attachment J-C1.

b. Management. The Contractor is responsible for managing the total operational work force. The Contractor shall provide a site supervisor who shall be the direct representative of the Contractor to whom the ACO or his/her representative will maintain liaison for administrative and work coordination purposes. The site supervisor shall be thoroughly familiar with all phases of operation of the administrative telephone system. All supervisory Contractor personnel shall be able to converse and understand the English language. The Contractor shall provide a monthly schedule to the ACO of all personnel scheduled to perform work covered by this contract. The schedule shall define the personnel coverage for normal working hours, weekends, holidays, and nights, and shall be submitted not later than two working days prior to the beginning of each month.

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Unique functional terms should be added to the following list of definitions. Definitions not required should be deleted.  
\*\*\*\*\*!

C.3 TECHNICAL DEFINITIONS. As used throughout this contract, the following terms shall have the meaning set forth below. Additional definitions are in the "DEFINITIONS" clause in Section I.

a. Where "as shown", "as indicated", "as detailed" or words of similar import are used, it shall be understood that reference is made to this specification and the drawings accompanying this specification unless stated otherwise.

b. Where "as directed", "as required", "as permitted", "approval", "acceptance" or words of similar import are used, it shall be understood that direction, requirement, permission, approval, or acceptance of the ACO is intended unless stated otherwise.

c. Administrative Contracting Officer (ACO). The individual designated by the Contracting Officer to administer the contract. Throughout this contract, the term ACO will be used to refer to the individual designated to administer the contract or his/her designated representative. See the "DEFINITIONS" Clause, Section I.

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Modify the following definitions to describe the activity's telephone/communications systems.  
\*\*\*\*\*!

d. Administrative Telephone System (ATS)

- (1) Inside plant telephone switching system
- (2) Outside plant cable distribution system
- (3) General public address systems
- (4) Intercom systems
- (5) Fire reporting systems
- (6) Burglar/alarm systems
- (7) Remote control system for utilities
- (8) Key telephone systems
- (9) Off base cable trunking system
- (10) Telephone cable carrier systems
- (11) Telephone subscriber carrier systems
- (12) AUTOVON interface and termination equipment

e. AUTOVON - Automatic Voice Network. The principal long-haul, non-secure voice communications network within the Defense Communication System (DCS). It provides worldwide automatic end-to-end circuit-switched voice connections.

f. Class A. Telephones which are authorized for the transaction of official business of the Government on DOD/military installations, and which require access to commercial telephone company central offices and toll trunks to include access to the AUTOVON network. Class AVR stands for lines with access to AUTOVON routine precedence, and Class AVP stands for lines with access to AUTOVON priority precedence.

g. Class B (Unofficial). Telephones installed for unofficial use without direct access to official use only private branch exchange (PBX) trunks (that is, AUTOVON, wide-area telephone service (WATS), direct distance dialing, toll circuits, and other tie lines). These telephones are further designated as follows:

(1) B-1 Telephones. Installed in Government owned or Government leased quarters assigned for family or personal use or in private or rental housing occupied by DOD personnel.

(2) B-2 Telephones. Installed for the use of activities at a military location such as public schools, American Red Cross, motion picture services, exchanges, credit unions, noncommissioned officer's and officers' messes, Boy Scouts, Girl Scouts, nurseries, thrift shops, and commercial Contractors,

concessionaires, and other business firms operating on behalf of the Department of Defense within, or in the immediate vicinity of a DOD installation.

(3) When either party line service or restricted service that does not have access to central office and toll trunks is provided, such service may appear as a subdesignation of the above listed classes of unofficial telephone services.

h. Class C (Official - Restricted). Telephones that are authorized for the transaction of official Government business without access to telephone company central office or toll trunks.

i. Class D (Official - Special). Telephones that are restricted to special classes of service such as fire alarm, guard alarm, and crash alarm.

j. Contractor. The term Contractor as used herein refers to both the prime Contractor and any subcontractors. The Contractor shall be responsible for insuring that his/her subcontractors comply with the provisions of this contract.

k. Contractor Representative. A foreman or superintendent assigned in accordance with the "CONTRACTOR EMPLOYEES" clause, Section H.

l. Government Representative. The person(s) whom the ACO will designate by name and/or position title to conduct liaison between the Contractor and the ACO on matters pertinent to this contract and be his/her authorized representative.

m. Quality Assurance (QA). A method used by the Government to provide some measure of control over the quality of purchased goods and services received.

n. Quality Assurance Evaluator (QAE). The Government employee responsible for the daily monitoring of Contractor performance.

o. Quality Control (QC). A method used by the Contractor to control the quality of goods and services produced.

p. Regular Working Hours. The Government's regular working hours are from !INSERT STARTING HOUR! to !INSERT ENDING HOUR!, Mondays through Fridays except (a) Federal Holidays and (b) other days specifically designated by the ACO.

#### C.4 GOVERNMENT-FURNISHED PROPERTY AND SERVICES

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: There will most likely be very little, if any Government furnished property for a telephone/communications systems contract. However, if property is provided the specification writer must clearly identify Government Furnished Facilities, Government Furnished Equipment (GFE), and Government Furnished Material (GFM). The following clauses should be modified and/or deleted as needed to fit the activity's specific situation and needs. Remember that if a CA program study is being conducted, decisions on whether or not to provide Government furnished facilities and equipment must be based on an economic analysis. Refer to OPNAVINST 4860.7B.  
\*\*\*\*\*!

a. Government-Furnished Facilities

!SELECT EITHER (1) OR (2)!

(1) The Government will furnish or make available to the Contractor the facilities described in Attachment J-C2. The Contractor shall assume responsibility and accountability of such facilities provided for his/her use and shall take adequate precautions to prevent fire hazards, odors and vermin. Janitorial services for Government furnished facilities shall be the responsibility of the Contractor. The Contractor shall obtain written approval from the ACO prior to making any modifications or alterations to the facilities. Any such modifications or alterations approved by the Government will be made at the expense of the Contractor. At the completion of the contract, all facilities shall be returned to the Government in the same condition as received, except for reasonable wear and tear. The Contractor shall be held responsible for the cost of any repairs caused by negligence or abuse on his/her part, or on the part of his/her employees.

(2)(OPTIONAL) The Government will not provide office space and operational facilities to the Contractor. The Contractor shall secure and maintain the necessary office space and other facilities required for the performance of this contract at his/her own expense.

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: The specification writer must determine what equipment and material will be provided to the Contractor and select from the following paragraphs as appropriate. Extensive equipment listings should be placed in Attachment J-C3, including identification number, age, location, size or capacity, etc. Specific maintenance requirements beyond the general requirements of this clause should also be detailed in this Attachment. If no equipment or material will be provided to the Contractor, the OPTIONAL clause should be used.  
\*\*\*\*\*!

b. Government-Furnished Equipment

!SELECT EITHER (1) OR (2)!

(1) The Government will provide the Contractor the use of existing and available Government owned equipment in the performance of the contract. Such Government furnished tools and equipment are listed in Attachment J-C3.

(a) The Contractor shall be provide periodic servicing, maintenance, and repair of the equipment listed at no cost to the Government, and the total or partial breakdown or failure of the Government furnished equipment shall not relieve the Contractor of the requirement to fully perform the work of the contract. Upon completion or termination of the contract, all Government owned equipment shall be returned to the Government in the same condition as received, except for normal wear and tear. Equipment which becomes worn out due to normal wear and tear shall be returned to the Government and its replacement shall be the responsibility of the Contractor at no cost to the Government. Equipment so acquired shall remain the property of the Contractor. The Contractor shall be responsible for the cost of any repairs or replacement caused by negligence or abuse by the Contractor or his/her employees.

(b) The Contractor and the Government Representative shall conduct a joint inventory before commencing work under this contract to determine the exact number and serviceability of Government furnished equipment. The Contractor shall then certify the findings of this inventory, assume accounting responsibility, and subsequently report inventory discrepancies to the Government Representative. Government furnished equipment shall not be removed from the military base unless approved by the ACO in writing.

(2)(OPTIONAL) The Contractor shall furnish all equipment required for the performance of this contract. The Government will not provide equipment to the Contractor.

c. Government-Furnished Material

!SELECT EITHER (1) OR (2)!

(1) The Government will furnish the material described in Attachment J-C3 to the Contractor on a one time basis for use only in connection with this contract. The use of Government furnished material for any other purpose is prohibited. The Contractor and the Government Representative shall conduct a joint inventory before commencing work under this contract to determine the exact number and serviceability of Government furnished materials. The Contractor shall then certify the findings of this inventory, assume accounting responsibility for all materials supplied, and shall provide documentation supporting issue/use of such material. Upon depletion of material provided to the Contractor by the Government, the Contractor shall furnish all material to perform the work of the contract, except as otherwise specified herein. Upon completion or termination of this contract a second joint inventory shall be conducted, if necessary, of all unused Government furnished materials. The Contractor shall be held liable for all materials which cannot be accounted for by issue/use documentation.

(2)(OPTIONAL) The Government will not provide any materials to the Contractor.

d. Availability of Utilities. The Government will furnish the following utility services at existing outlets, for use in those facilities provided by the Government and as may be required for the work to be performed under the contract: electricity, fresh water, and refuse collection. Information concerning the location of existing outlets may be obtained from the Government Representative. Utilities specified above will be furnished at no cost to the Contractor.

C.5 SWITCHBOARD OPERATIONS. Telephone switchboards will be operated 24 hours a day, seven days a week, 365 days a year by Contractor provided telephone operators who are capable of speaking the English language with minimal accent. Operators shall perform assigned duties in a professional manner consistent with local commercial telephone practices. The operator must be able to think quickly, exercise good judgment with tact and diplomacy, handle AUTOVON calls, information trunk lines, incoming and outgoing trunk lines, intercepting trunk lines, and special calls. To handle AUTOVON lines, the operator must have a thorough knowledge of policies and procedures as published by Defense Communications Agency (DCA). Information trunk lines require the operator to read alphabetically arranged directory files. Special calls also include non-listed activities or individuals and emergency calls for ambulance, fire fighting equipment, medical, or police aid, and Red Cross. The number of



switchboard operators required during the normal work day shall be based on operator workload studies accomplished by the Contractor. See Attachment J-C4 for historical switchboard workload.

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Add military and commercial procedures and practices applicable to your activity.  
\*\*\*\*\*!

a. Switchboard Service. Switchboard service shall be governed by appropriate military and commercial procedures and practices. The service normally provides interface with commercial telephone network, the military telephone network, overseas toll service, AUTOVON service, and information service.

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Response times must be tailored to fit the user's desires and system capabilities.  
\*\*\*\*\*!

b. Response Time. Switchboard operators shall answer all non-AUTOVON calls at the switchboard within !INSERT NUMBER! seconds. AUTOVON incoming calls shall be answered in accordance with the current DCA publications prescribing answer times for AUTOVON calls.

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: This section is written so that the Contractor bills the customers and the Government collects revenues from the customers for telephone bills issued by the Contractor. If desired, the Contractor may be required to make collections. If this is the course taken, clauses C.6 and C.6.b must be modified accordingly. Bonding of the Contractor agents who handle receipts will be required.  
\*\*\*\*\*!

C.6 ADMINISTRATIVE. The Contractor shall perform all day-to-day administrative services associated with the operation of the administrative telephone system. This includes preparation and publication of the base telephone directory, billing for telephone services, report preparation, and other record keeping requirements.

a. Telephone Directory. The telephone directory shall be prepared and published by the Contractor in !ENTER MONTH REQUIRED! of each year. The directory shall contain phone numbers listed by organizations and by personnel along with a section on general information such as trouble reporting procedures, a list of emergency numbers, AUTOVON users instructions, and a base layout indicating key facilities on base. One directory will be furnished for each instrument installed, 25 copies will be furnished to the ACO for forwarding to other activities, and 5% of the total will be maintained for spares. The directory shall be of similar content and format as now in use. This directory is available from the ACO upon request.

b. Billing. The Contractor shall be responsible for establishing internal procedures to bill for telephone services on a monthly basis. This includes certifying charges for out of exchange area calling. Rates for billing shall be established by the Government. Customers will not be billed for circuit outages exceeding 72 hours duration. Collection of bills shall be by the

Government. Disputes on billing shall be settled between the customer and the Contractor. Disputes that cannot be settled between the Contractor and the customer shall be reported to the ACO for Government action.

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Expand to include reports required of Contractor. Prepare an attachment for Section J if required to provide additional information on report requirements, format, etc.  
\*\*\*\*\*!

c. Report Requirements. The Contractor shall submit a monthly schedule of personnel scheduled to perform work covered by this contract no later than two working days prior to the beginning of the next month to the ACO. See paragraph C.2.b.

d. Record Keeping Requirements. Proper and adequate records shall be maintained by the Contractor for management and control purposes. Copies of all records shall be provided to the ACO on request. A listing of records required is provided in Attachment J-C5. All records shall be kept in legible condition for ease of reading. Within 5 working days after completion or termination of this contract, all of the records identified in Attachment J-C5 shall be provided to the ACO.

C.7 OPERATOR WORKLOAD STUDY. The Contractor shall conduct an operator workload study annually during the month of !ENTER MONTH REQUIRED! on the ATS to ensure sufficient switchboard operators are available to handle the operator traffic. A written study report shall provide an analysis of the data collected and shall provide information on switchboard busy hours (morning and afternoon). Analysis using telephone data collected applying U.S. telephone industry and AUTOVON standards shall be used to determine the required number operators. As a result of these studies, adjustment of the number of switchboard operators may be required. If such adjustments are due to increases or decreases in switchboard workload and affect the cost of providing services under this contract, an adjustment to the contract price may be required in accordance with the "CHANGES" clause, Section I.

END OF SECTION C

PART III - LIST OF DOCUMENTS, EXHIBITS, AND OTHER ATTACHMENTS

SECTION J: LIST OF ATTACHMENTS

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: The numbering system used below is designed so  
that the number of the attachment refers back to the section that it supports.  
For example, Attachment J-C1 supports Section C and is the first attachment  
referenced in that section. Attachment J-C2 is the second document referenced  
in that section.  
\*\*\*\*\*!

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<u>ATTACHMENT</u> <u>NUMBER</u>	<u>TITLE</u>
J-1	Wage Determination !INSERT NUMBER!
J-C1	Administrative Telephone System Equipment/System Listing
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J-C3	Government-Furnished Equipment and Materials
J-C4	Historical Workload Data
J-C5	Record Keeping Requirements
J-H1	Publications and Directives
J-H2*	*Safety Requirements
J-H3*	*Station Regulations

\* TO BE ADDED BY ACTIVITY IF REQUIRED

ATTACHMENT J-1

WAGE DETERMINATION !INSERT NUMBER!

Attached is Wage Determination !INSERT NUMBER!. This determination specifies the minimum wages and fringe benefits to be paid under this contract.

ATTACHMENT J-C1

ADMINISTRATIVE TELEPHONE SYSTEM EQUIPMENT/SYSTEM LISTING

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Modify the following to describe the activity's  
ATS in as much detail as possible.  
\*\*\*\*\*!

The Administrative Telephone System (ATS) as referred to in this Performance  
Work Statement (PWS) consists of the following:

1. Inside plant telephone switching equipment
  - a. Manufacturer
  - b. Model number
  - c. Line/connector capacity
  - d. Number of switchboards/information boards
  - e. Model number of switchboards/information boards
  - f. Approximate age of equipment
2. Public address systems (describe fully, quantify)
3. Intercom systems (describe fully, quantify)
4. Fire reporting systems (describe fully, quantify)
5. Burglar/alarm systems (describe fully, quantify)
6. Remote control systems for utilities (describe fully, quantify)
7. Key telephone systems (describe fully, quantify)
8. AUTOVON interface and terminating equipment (describe fully, quantify)

ATTACHMENT J-C2

GOVERNMENT-FURNISHED FACILITIES

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: List all facilities that are to be provided to the Contractor. Provide descriptive characteristics and provide simple drawings of each facility showing Contractor areas, areas retained for use by the Government, etc.  
\*\*\*\*\*!

The following facilities will be made available for use by the Contractor, as specified in clause C.4, Section C:

1. A Dial Central Office (DCO) facility located in Building No. !INSERT NUMBER! on the station. The DCO consists of !INSERT NUMBER! square feet of switching equipment space, !INSERT NUMBER! square feet of working space, !INSERT NUMBER! square feet of office space, !INSERT NUMBER! square of storage space, and !INSERT NUMBER! square feet switchboard operators room. Locker room, toilet, and washroom are also included. Drawing !INSERT NUMBER! provides details of the DCO. The drawing also includes office equipment, furniture, storage space and storage aids presently in the DCO.

2. A parking lot consisting of !INSERT NUMBER! square feet for parking of Contractor vehicles is provided. Drawing !INSERT NUMBER! provides details of the location and layout of the parking area.

ATTACHMENT J-C3

GOVERNMENT-FURNISHED EQUIPMENT AND MATERIALS

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Fixed equipment should be identified on facility  
drawing by index number. All equipment used in Administrative  
Telephone/Communications System that is on plant account (P/A) should be listed  
in this attachment.  
\*\*\*\*\*!

This attachment provides the Contractor a listing of equipment presently in use  
by the activity that will be turned over by the Government for use by the  
Contractor for performance of work under this contract.

<u>DESCRIPTION</u>	<u>QUANTITY</u>	<u>MODEL</u>	<u>NO.</u>	<u>MANUFACTURER</u>	<u>P/A NO.</u>	<u>LOCATION</u>
--------------------	-----------------	--------------	------------	---------------------	----------------	-----------------

ATTACHMENT J-C4

HISTORICAL WORKLOAD DATA

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Quantify the type of calls processed by the  
switchboard operators for a period of 52 consecutive weeks based on historical  
records. Calls should be grouped by AUTOVON calls, information calls, incoming  
calls, outgoing calls, intercept calls, special calls, etc.  
\*\*\*\*\*!



ATTACHMENT J-C5

RECORD KEEPING REQUIREMENTS

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Add or delete requirements, as required.  
\*\*\*\*\*!

1. The Contractor shall maintain proper and adequate records required for management and control purposes. The Contractor shall make available to the Government Representative any of the records for inspection or reproduction.

2. The following list includes but is not limited to types of records that the Contractor shall maintain:

- a. Daily trouble log
- b. Work schedule
- c. Key system records
- d. Linefinder record book
- e. Telephone bills
- f. Telephone directory

# ATTACHMENT J-H1

## PUBLICATIONS AND DIRECTIVES

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Add or delete directives/references applicable to your activity and type of equipment installed. Verify that listed references are current.

**NOTE:** GTE Practices pertain only to GTE-Automatic Electric Company manufactured inside plant equipment. Users must cite the publications that pertain to equipment installed at their site.

\*\*\*\*\*!

Publications and directives listed here are classified either as advisory or mandatory. Those directives/references classified as advisory are identified to the Contractor to provide guidance as to the standards of performance that the Government will use in evaluating the Contractor's overall work performance. Those publications and directives classified as mandatory shall be complied with by the Contractor during the duration of this contract.

<u>ITEM</u>	<u>AVAILABLE FROM</u>	<u>CLASS</u>
SECNAVINST 2070.2, Telephone Monitoring & Recording for Command & Management Purposes	CO NAVPUBFORMCEN 5801 Tabor Avenue Philadelphia, PA 19120	Mandatory
OPNAVINST 2305.13, Policy of Dept. of Navy use of Worldwide Automatic Voice Network (AUTOVON)	CO NAVPUBFORMCEN 5801 Table Avenue Philadelphia, PA 19120	Mandatory
OPNAVINST 2305.14, Telephone Monitoring	CO NAVPUBFORMCEN 5801 Tabor Avenue Philadelphia, PA 19120	Mandatory
GTE Practices	GTE Automatic Electric GTE Practices Manager Dept. 431 Tube Station C-1 400 North Wolf Road Northlake, IL 60164	Mandatory
REA Publications	Dept. of Agriculture Rural Electrification Administration Washington, DC 20250	Mandatory
NAVFAC MO-327, Facility Support Contract Quality Management Manual	CO NAVPUBFORMCEN 5801 Tabor Avenue Philadelphia, PA 19120	Advisory

ATTACHMENT J-H2

SAFETY REQUIREMENTS

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: Identify safety requirements that the Contractor will have to comply with. It is suggested that the activity's Safety Officer should be involved in the identification of these requirements. Add any other local, state, or federal regulations.  
\*\*\*\*\*!

The Contractor shall perform all work in a safe manner, and in compliance with the following safety requirements:

NAVMAT P-5100, Safety Precautions for Shore Activities, dated March 1970, published by U.S. Government Printing Office, Washington, DC 20402

Department of Army Corps of Engineers EM 385-1-1 Safety and Health Requirements Manual dated April 1981, published by U.S. Government Office, Washington, DC 20402, Stock No. 008-022-00106-9.

END OF SECTION J

QUALITY ASSURANCE GUIDE  
FOR  
OPERATION OF TELEPHONE/COMMUNICATIONS SYSTEMS

QUALITY ASSURANCE GUIDE  
OPERATION OF TELEPHONE/COMMUNICATIONS SYSTEMS

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QUALITY ASSURANCE GUIDE  
OPERATION OF TELEPHONE/COMMUNICATIONS SYSTEMS

I. INTRODUCTION

A. Overview. The Operation of Telephone/Communications Systems Quality Assurance (QA) Guide is designed to help the Quality Assurance Evaluator (QAE), under the direction of the Facilities Support Contract Manager (FSCM), in setting up the activity's QA Program. The user is advised to refer to the NAVFAC MO-327, *Facility Support Contract Quality Management Manual*, for more detailed information on the development and implementation of a QA Program. This Guide suggests specific methods for monitoring the Operation of Telephone/Communications Systems services and provides sample QA plans. These sample plans should be tailored concurrently with the tailoring of the GPWS to develop a unique QA Program that fits the needs of the activity. This QA Guide is divided into four parts.

1. QA Plan Development provides the user with special considerations that affect the way in which Telephone/Communications System Operation services may be monitored and suggests a specific evaluation method for different services.

2. The second part, QA Plans, provides sample QA Plans with numerical examples and suggested Evaluation Worksheets. The sample plans provided must be tailored by the user to conform with the tailored PWS.

3. The third part, Contractor's Overall Performance Evaluation, provides a sample monthly summary report to be used by the QAE to report Contractor's performance to the FSCM.

4. The last part, Contractor Submissions, identifies Contractor submissions, when they are due, and to whom they should be submitted.

B. Training. Personnel tasked with monitoring Contractor performance should be trained and fully conversant with the specification, and should have attended a NAVFACENGCOM Engineering Field Division QAE training course.

II. QUALITY ASSURANCE PLAN DEVELOPMENT

A. Functional Considerations. Telephone/Communications systems operation, as do other functions, poses some unique evaluation requirements to the QAE. The following considerations are offered for user information.

1. Magnitude of Work. The operation and administration functions cover switchboard operation, billing, record keeping, and telephone directory publication operation.

2. Frequency of Work. The ATS switchboard operator function requires 24 hours per day, seven days per week, 365 days per year service.

3. Observed Defect Rate (ODR). The QA Plans require grading each work requirement as satisfactory (S) or unsatisfactory (U). The ODR is calculated based on the number of Us observed for the work requirement and the total number of evaluations made (Us + Ss). ODRs are computed as follows:

$$\text{ODR} = X \div N \times 100$$

Where: X is the number of Us  
N is the number of evaluations performed (Us + Ss)

4. Deductions. The QAE does not make deductions. He recommends to the FSCM those deductions that should be made. Deductions for telephone/communications systems operation service work items will be applied only to individual work items documented to be defective (i.e. not performed or poorly performed).

5. Rework. The Contractor may be required to reperform all work that has been identified as being poorly performed or not performed if the Government chooses the option of allowing rework. It is reasonable to afford the Contractor the opportunity to correct a discrepancy provided the time he corrects the discrepancy does not approach the time he was to perform the service again.

#### B. Surveillance

1. Discussion. Selection of evaluation methods depends on several factors including the size of the contract, surveillance resources, and characteristics of the service to be evaluated. These factors are discussed in NAVFAC MO-327.

2. QAE Staffing. QAE staffing should be based on surveillance requirements rather than determining surveillance requirements based on availability of QAEs. The QAE staff should have a background in the operation of the administrative telephone system as well as contract surveillance methods. These skills are required to evaluate the Contractor performance. The expertise required for evaluating quality of work is found within the organizational component that would be responsible for work accomplishment if it were to be performed by the Government forces. The QAE should be drawn from this component.

### III. QA PLANS

## QA PLAN #1

### SWITCHBOARD OPERATIONS

1. Contract Requirement. This QA Plan provides for surveillance of the administrative telephone switchboard operator service. The telephone switchboards are operated 24 hours a day, seven days a week, 365 days a year. Refer to Section C, clause 5. Specific requirements for switchboard operations are:

- a. Switchboard protocol
- b. Response times
- c. Response to requests

2. Primary Method of Surveillance. Random Sampling supported by validated customer complaints.

3. Maximum Allowable Defect Rate (MADR). The MADR for Switchboard Operations is recommended at 10%.

4. Quantity of Work. The quantity of work is based on 48 ½-hour time periods for a 24-hour day. Since the Contractor must provide services every day of the month, the total population is 1440 for a 30-day month, and 1488 for a 31-day month.

5. Level of Surveillance. The level of surveillance will initially be set at Level II (Normal Level of Surveillance). If the defect rate is less than ½ the MADR for two consecutive months, switch to Level I (Reduced Level of Surveillance). If the defect rate is greater than 1½ times the MADR, use Level III (Increased Level of Surveillance). If at another level and the defect rate equals the MADR, switch to Level II.

6. Sample Size. To determine the sample size, use procedures established in NAVFAC MO-327. For illustration, assume a monthly population of 1440.

<u>Level of Surveillance</u>	<u>Monthly Sample Size</u>
I	36
II	126
III	232

7. Sample Selection Procedure. Since random sampling is the method of evaluation to be used, samples will be selected using the random process described in MO-327.

Example: For Level II surveillance conducted on a daily basis, five ½-hour time periods must be evaluated (126 x 12 months ÷ 365 days). Assigning a unique number to each ½-hour time period of the day (i.e. 1 - 48) will allow random selection of time periods. Assume 7, 31, 19, 20 and 11 are the random numbers chosen. Time periods to be monitored corresponding to these numbers are: 0300-0330, 1500-1530, 0900-0930, 0930-1000, and 0500-0530.

8. Evaluation Procedures. Switchboard protocol, response times, and response to requests will be evaluated concurrently. The QAE will evaluate operators by both visual observation and by placing calls through the switchboard. These



observations will include listening to the operators response, observing their adherence to established procedures, and reviewing any logs/tickets/records maintained by the operators.

9. Analysis of Results. At the end of the month, the QAE is to count the total number of work requirements classified as unsatisfactory (number of Us), and compute an overall defect rate for the month. The Observed Defect Rate (ODR) is the number of Us divided by the sample size.

$$\text{ODR} = \frac{\text{Us}}{\text{Us} + \text{Ss}} \times 100$$

Using the example developed above, the sample size would be 150 work units (assume five work units are evaluated each day for 30 days). Note that 126 observations were required and 150 were made. The 24 extra observations are due to the way in which the sample was selected. As long as the number of observations made is greater than that required, the desired accuracy of sampled data is maintained.

Documented defects identified through customer complaints cannot be included in the computation of the ODR. Deductions for these defects should be made. In addition, this data will help in determining the Contractor's overall performance in the event the random sampling date is inconclusive (i.e. the ODR is greater than the MADR but less than 1½ times the MADR.)

Conclusions that can be drawn based on the ODR are:

a. The Contractor's performance is good if the ODR is less than ½ the MADR. The Contractor should be informed by the FSCM that work performance for the past month has been above average if the number of validated customer complaints is small.

b. The Contractor's performance is satisfactory if the ODR is less than or equal to the MADR.

c. The Contractor's performance is questionable, and may require warning to the Contractor to improve performance, if the ODR is greater than MADR but less than or equal to 1½ times the MADR.

d. The Contractor's performance is unsatisfactory if the ODR is greater than 1½ times the MADR.

## DAILY EVALUATION WORK SHEET FOR SWITCHBOARD OPERATIONS

[illegible]

## DAILY EVALUATION WORK SHEET FOR SWITCHBOARD OPERATIONS (CONTINUED)

[illegible]

**DAILY EVALUATION WORK SHEET FOR SWITCHBOARD OPERATIONS (CONTINUED)**

WORK REQUIREMENTS	TIME PERIOD																COMMENTS
	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	
Pleasant																	
Courteous																	
Polite																	
Helpful																	
Answers regular calls in 60 seconds with, "Military Operator."																	
Answers information trunks with, "Military Information."																	
Answers intercept trunks with, "This is the Intercept Operator. What number are you dialing please?"																	
Briefly monitors AUTOVON calls for supervision and completion of circuit connection.																	
Speaks clearly without appreciable accent (for foreign nationals).																	
Completes emergency calls.																	
Completes commercial toll and AUTOVON calls.																	
Prepares toll and AUTOVON tickets in clear, legible writing.																	
CONTRACTOR'S OVERALL PERFORMANCE																	

\_\_\_\_\_  
QAE'S SIGNATURE/DATE

QA PLAN #2

TELEPHONE DIRECTORY AND OPERATOR WORKLOAD STUDY

1. Contract Requirement. This QA plan provides for the surveillance of the Contractor's publication and distribution of the telephone directory, and performance of an annual operator workload study. Requirements are specified in paragraph C.6.a and clause C.7 respectively.

2. Primary Method of Surveillance. 100% inspection for publication of the directory and operator workload studies, and validated customer complaints for directory distribution.

3. Maximum Allowable Defect Rate (MADR). The number of defects allowed are:

<u>REQUIREMENT</u>	<u>MADR</u>
Telephone directory publication	5% error rate in listings
Telephone directory distribution	25 customer complaints
Operator Workload Study	0 defects (i.e. study satisfactorily completed)

4. Quantity of Work. Telephone directories are published once a year. The distribution depends upon the number of subscribers. The operator workload study occurs once per year.

5. Level of Surveillance. N/A

6. Sample Size. N/A

7. Sample Selection Procedure. N/A

8. Evaluation Procedures. The QAE will review the final product for completeness and accuracy. Specific criteria for acceptance must be developed locally. To evaluate telephone directory accuracy, a random sampling scheme such as that described in MO-327 is recommended.

9. Analysis of Results. The Contractor's performance of work is essentially satisfactory if the products produced are substantially complete.

## QA PLAN #3

### BILLING

1. Contract Requirement. This QA plan provides for surveillance of the Contractor's billing process and the accuracy and timeliness of bills sent customers. Refer to paragraph C.6.b.
2. Primary Method of Surveillance. Random Sampling.
3. Maximum Allowable Defect Rate (MADR). 5%
4. Quantity of Work. The quantity of work is the number of bills processed each month.
5. Level of Surveillance. The level of surveillance will initially be set at Level II (Normal Level of Surveillance). If the defect rate is less than  $\frac{1}{2}$  the MADR for two consecutive months, switch to Level I (Reduced Level of Surveillance). If the defect rate is greater than  $1\frac{1}{2}$  times the MADR, use Level III (Increased Level of Surveillance). If at another level and the defect rate equals the MADR, switch to Level II.
6. Sample Size. The sample size is dependent upon population size and level of surveillance. See MO-327.
7. Sample Selection Procedure. Assign a unique number to each bill in the monthly population. Using random numbers, choose the sample size required for the level of surveillance being used.
8. Evaluation Procedures. The QAE will review randomly-selected bills. Accuracy of data will be assessed by comparing to Contractor-maintained files and where necessary, by contacting the customer receiving the subject bill.
9. Analysis of Results. The Observed Defect Rate (ODR) for random inspection is the total number of defects documented during the surveillance period divided by the total sample size.

$$\text{ODR} = \frac{\text{Us}}{\text{Us} + \text{Ss}} \times 100$$

Documented defects identified through customer complaints cannot be included in the computation of the ODR. Deductions for these defects should be made. In addition, this data will help in determining the Contractor's overall performance in the event the random sampling date is inconclusive (i.e. the ODR is greater than the MADR but less than  $1\frac{1}{2}$  times the MADR.)

Conclusions that can be drawn based on the ODR are:

- a. The Contractor's performance is good if the ODR is less than  $\frac{1}{2}$  the MADR. The Contractor should be informed by the FSCM that work performance for the past month has been above average if the number of validated customer complaints is small.
- b. The Contractor's performance is satisfactory if the ODR is less than or equal to the MADR.

c. The Contractor's performance is questionable if the ODR is greater than the MADR but less than or equal to  $1\frac{1}{2}$  times the MADR, and may require warning to improve performance.

d. The Contractor's performance is unsatisfactory if the ODR is greater than  $1\frac{1}{2}$  times the MADR.

## QA PLAN #4

### REPORTS AND RECORDS

1. Contract Requirement. This QA plan provides for surveillance of the Contractor's preparation of reports and maintenance of records. Refer to paragraphs C.6.c and C.6.d.
2. Primary Method of Surveillance. Planned Sampling.
3. Maximum Allowable Defect Rate (MADR). Five defects per month for reports and five defects per month for records.
4. Quantity of Work. The quantity of work is the number of reports required and records maintained.
5. Level of Surveillance. The normal level of surveillance will be used initially. If the MADR is exceeded in any given month, switch to increased surveillance the following month.
6. Sample Size. Sample size is 50% of all reports and records for normal surveillance and 100% for increased surveillance.
7. Sample Selection Procedure. Select every other report and record. The following month, look at the ones skipped over the previous month.
8. Evaluation Procedures. The QAE will review selected reports and records for completeness and accuracy.
9. Analysis of Results. The Observed Defect Rate (ODR) for planned sampling is the total number of defects documented during the surveillance period.



#### IV. CONTRACTOR'S OVERALL PERFORMANCE EVALUATION

The end result of a QA Program is the overall evaluation of the Contractor's performance for each telephone/communications systems operation service monitored. It is important to determine an overall monthly performance to determine whether to increase, decrease, or maintain the same level of surveillance. If the overall performance has been unsatisfactory, a Contract Discrepancy Report (CDR) is needed (See NAVFAC Manual MO-327). Each and every contract discrepancy observed and documented should result in a deduction from the Contractor's monthly invoice. At the end of each month, the QAE will complete the Monthly Evaluation Report and submit it to the ACO/designated representative.

!\*\*\*\*\*  
 NOTE TO SPECIFICATION WRITER: THIS REPORT IS AN EXAMPLE ONLY, AND MUST BE  
 TAILORED BY THE ACTIVITY.  
 \*\*\*\*\*!

MONTHLY EVALUATION REPORT FOR  
 OPERATION OF TELEPHONE/COMMUNICATIONS SYSTEMS

For the Month of !INSERT MONTH!

PART A: CONTRACTOR'S OVERALL PERFORMANCE

Date Submitted:\_\_\_\_\_ Submitted by:\_\_\_\_\_

SERVICE	MADR	ODR	CDR REQUIRED	NUMBER OF DOCUMENTED DEFICIENCIES
QA Plan #1	10%	25%	Yes	60
QA Plan #2				
Telephone Directory Publication	5%	5%	No	15
Telephone Directory Distribution	25 customer complaints	10%	No	10
Operator Workload Study	0 defects	0%	No	0
QA Plan #3	5%	10%	Yes	30
QA Plan #4				
Reports	5 defects per month	3%	No	3
Records	5 defects per month	7%	Yes	7

PART B: RECOMMENDED DEDUCTIONS

Deductions will only be based on observed defects. When there is an established price for a work item, that price times the number of observed defects will be the basis for deductions.

All work not in compliance with the contract is subject to deductions plus a 10% or 20% administrative cost. See "CONTRACTOR'S CONSEQUENCES OF FAILURE TO PERFORM" Clause, Section E.

V. CONTRACTOR SUBMISSIONS

Develop a list of all Contractor submissions, when they are due, and to whom they go.

!\*\*\*\*\*  
NOTE TO SPECIFICATION WRITER: The following is a partial list of submissions required of the Contractor. Tailor the list as required.  
\*\*\*\*\*!

- A. Quality control program (detailed)
- B. Schedule of Deductions
- C. Complete listing of employees under this contract
- D. Work schedule of employees
- E. Complete listing of Contractor's vehicles, makes, types, license numbers
- F. Certificate of insurance
- G. Performance and payment bonds (if applicable)
- H. Contractor Invoices
- I. Telephone billing
- J. New telephone directories

END OF QA GUIDE